

SD 427

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Administration of Grazing in National Forests

AN ADDRESS

DELIVERED BY

A. F. POTTER, Associate Forester
" In Charge of Grazing

BEFORE THE

Sixteenth Annual Convention of the
American National Live Stock Association

At Phoenix, Arizona, January 15, 1913

SHOWING:

Volume of Live Stock Grazing in National Forests
Beneficial Changes in Regulation Through Co-operation
with Stockmen

Improvements in Grazing Conditions

Increase in Value and Quality of Stock

Greater Protection Given Small Stockmen

By transfer

MAY 1 1913

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FOR THE YEAR 1913

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OFFICE OF THE ASSOCIATION
909 SEVENTEENTH STREET
DENVER, COLO.

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Sep. 1913

TO THE CONGRESS OF THE UNITED STATES

BY RESOLUTION OF THIS ASSOCIATION, IT WAS ORDERED THAT THIS ADDRESS OF MR. POTTER'S BE TRANSMITTED TO CONGRESS, "WITH THE STATEMENT THAT THE INFORMATION CONTAINED THEREIN, RELATIVE TO GRAZING IN THE NATIONAL FORESTS, IS IN COMPLETE ACCORD WITH OUR KNOWLEDGE, AND THAT THE GENERAL ADMINISTRATION OF THE GRAZING IN THE NATIONAL FORESTS AND THE PLANS FOR IMPROVEMENT THEREOF MEET WITH OUR ENDORSEMENT."

IT IS BECAUSE OF THE SUBSTANTIAL BENEFITS TO THE ENTIRE COUNTRY, AS WELL AS TO THE STOCKMEN, FLOWING FROM THE FEDERAL ADMINISTRATION OF THE NATIONAL FORESTS—SUCH AS ELIMINATION OF RANGE DISPUTES, CONSERVATION OF GRASSES, INCREASED CARRYING CAPACITY OF THE RANGE, AND THE GENERAL SATISFACTION OF THE GREAT MAJORITY CONCERNED—THAT THIS ASSOCIATION STRONGLY URGES SIMILAR CONTROL OF THE SEMI-ARID, UNAPPROPRIATED, PUBLIC GRAZING LANDS, BY LEASE OR OTHERWISE, UNDER THE JURISDICTION OF THE DEPARTMENT OF AGRICULTURE OR THE DEPARTMENT OF THE INTERIOR, AS PROVIDED IN H. R. BILL NO. 19857, NOW PENDING BEFORE THE COMMITTEE ON PUBLIC LANDS IN THE HOUSE OF REPRESENTATIVES. SUCH FEDERAL ADMINISTRATION OF THE SO-CALLED OPEN RANGE WOULD, WE CONFIDENTLY ASSERT, LARGELY INCREASE THE PRODUCTION OF LIVE STOCK IN THE WEST. WE INVITE ATTENTION TO THE FOLLOWING RESOLUTIONS, UNANIMOUSLY ADOPTED BY THIS ASSOCIATION AT ITS ANNUAL MEETING AT PHOENIX, ARIZONA, JANUARY 15, 1913, WHERE EVERY IMPORTANT LIVE-STOCK ASSOCIATION OF THE WEST WAS REPRESENTED. WE ALSO INVITE CAREFUL CONSIDERATION TO THE EXTRACT FROM THE ANNUAL ADDRESS OF HENRY A. JASTRO, PRESIDENT OF THIS ASSOCIATION, ON THIS IMPORTANT SUBJECT.

RESPECTFULLY SUBMITTED,

EXECUTIVE COMMITTEE, AMERICAN NATIONAL LIVE STOCK
ASSOCIATION.

T. W. TOMLINSON,
SECRETARY.

RESOLUTIONS UNANIMOUSLY ADOPTED AT THE SIXTEENTH ANNUAL
CONVENTION OF THE AMERICAN NATIONAL LIVE STOCK ASSOCIATION,
AT PHOENIX, ARIZONA, JANUARY 14 AND 15, 1913.

INDORSING THE ADMINISTRATION OF NATIONAL FORESTS.

We believe that the administration of the national forests throughout the West is conducted along most efficient and just lines. Many matters of detail, which at first occasioned some discontent among stockmen, have been satisfactorily adjusted, or are being remedied with consistent rapidity, and there is a very evident intention on the part of the officers of the service to manage the forests so as to obtain from them the greatest amount of reasonable use consistent with their preservation. The American National Live Stock Association, in convention assembled, at Phoenix, Arizona, January 14 and 15, 1913, therefore heartily indorses the administration of this service as being of distinct advantage to the stockmen of the West.

We further believe that the live stock industry is best served through ownership and control of the national forests by the federal government, and we are opposed to any proposition which contemplates their transfer to the states.

URGING FEDERAL CONTROL OF THE UNAPPROPRIATED AND UNRESERVED SEMI-ARID GRAZING
LANDS.

The American National Live Stock Association, in convention assembled, at Phoenix, Arizona, January 14 and 15, 1913, hereby declares that:

We believe that the prosperity and development of the stock-raising industry on the public grazing lands of the arid and semi-arid West is seriously threatened by the present indiscriminate methods of grazing, and that thereby the permanent value of such lands is greatly impaired, and we strongly recommend the early passage by Congress of a bill providing for federal control of these unappropriated public grazing lands and a just and reasonable method of leasing such lands.

We favor a bill to operate either under the jurisdiction of the Department of the Interior or of Agriculture, and along the general lines definitely recommended by this organization at its annual convention in Denver in 1908, and approved at all its conventions since that date. This measure would be of great practical advantage to the stockmen and farmers of the West; would give full protection and encouragement to the actual settler and home-maker, and, through the distribution of the net revenues received in the construction of schools and good roads in the districts from which the funds are obtained, would be of great public benefit. We also vigorously urge Congress to provide without delay for the classification of the unappropriated unreserved public lands into grazing and agricultural districts.

Co-operation in Range Management

MR. A. F. POTTER: Mr. President, Ladies and Gentlemen—The administration of grazing in our national forests involves many different phases, and I am going to talk to you mainly this morning about "Co-operation in Range Management."

The success which the Forest Service has had in regulating the use of the range, and in bringing about more satisfactory conditions in the national forests, has been due very largely to the hearty co-operation it has received from the stockmen. One of the first steps taken after the transfer of the national forests to the Department of Agriculture was to request the associations representing the owners of the different kinds of live stock to appoint a committee to meet with members of the Forest Service for the purpose of discussing proposed changes in the grazing regulations.

The invitation was accepted, and a conference was held at Denver, Colorado, in December, 1905. This brought out many good suggestions from the stockmen, and led to the adoption of a definite policy which was to govern the regulation of grazing in the national forests. The most important points were: (1) that priority in the use of the range would be recognized, and the grazing privileges in the beginning allowed those who were already using the range; (2) that any changes which were found necessary, either in the number of stock grazed or in the methods of handling it, would be made gradually, after due notice had been given; (3) that small owners would be given a preference in the allotment of permits, and be exempted from reduction; (4) that the checking of damage to, and the improvement of, the forest would be brought about so far as possible without total exclusion of the stock; (5) that the forage resources of the national forests would be used to the fullest extent consistent with good forest management; and (6) that the stockmen would be given a voice in the making of rules for the management of their stock upon the range.

Recommendations were made to the Secretary of Agriculture, which resulted in the promulgation by him, on March 31, 1906, of a regulation providing for the recognition of advisory boards representing associations whose members were users of the forests, such boards to be entitled to receive notice, and have an opportunity to be heard in reference to increase or decrease in the number of stock to be allowed for any year, the division of range between different kinds

of stock, or the adoption of special rules to meet local conditions. Under this regulation, eighty-four advisory boards, representing the stockmen using the national forests, have been recognized, and are now co-operating with the Forest Service in an effort to bring about better conditions in the live-stock industry and the best possible use of the range.

At this time it might be well to call attention to the extent of the forage resources in the national forests, in order that the importance of their use may be realized. Approximately 75 per cent of the national-forest land, or about 110,000,000 acres, is, or may be, used for the pasturage of live stock. The lands covered by the more open stands of timber, the exposed slopes of otherwise timbered hills or mountains, the narrow valleys along the streams, the areas above timber-line, and the cut-over or burned-over areas, all produce crops of forage, and are particularly desirable grazing grounds for cattle, horses, swine, sheep, and goats, during the seasons of the year when the various areas may safely be used.

The money value of this forage crop is enormous. Each year the treasury of the United States is enriched to the extent of almost one million dollars, which is paid by stock-growers for the privilege of grazing their stock upon the national-forest lands. Each year the stock grazed under permit produces beef, mutton, wool, hides, and pelts to the value of more than thirty millions of dollars. Throughout the western states there are innumerable communities whose welfare and general prosperity are vitally dependent upon the systematic utilization of the forage products of the forest lands. The favorable effect which these low-priced and permanently productive ranges have upon the general question of meat supply and cost to the consumer is too pronounced to be doubted, and is of first importance to every consumer of meat products.

During the grazing season of 1912 the national forests provided pasturage for approximately 14,000,000 head of stock. More than 100,000 head of milch and work stock were grazed free of charge and without permit by settlers within and near the national forests. Permits for which a fee was paid were issued, allowing the grazing of 1,403,025 cattle, 95,345 horses, 4,330 swine, 7,467,890 sheep, and 83,849 goats. The natural increase of this stock, for which no permit or fee was required, amounted to approximately 300,000 head of calves and colts, 5,000 swine, and 4,000,000 head of lambs and kids—nearly 14,000,000 in all. In addition, forage was provided for 89,877 head of cattle and horses, and 5,174,052 head of sheep and goats, while this

stock was being driven over national-forest lands to unreserved public lands or to lands in private ownership. The stock which to a greater or less extent is dependent upon the national forests, and is affected by their administration, reaches a grand total of almost 20,000,000 head each year.

The national forests have been established primarily for the protection and production of timber, and the protection of the drainage basins constituting the principal sources of water supply. The utilization of the forage resources must necessarily be subordinated to the accomplishment of these principal and more vital purposes. Before the establishment of the national forests the lands included were parts of the unreserved public domain, and as such in many localities had been subjected for years to every form of overgrazing, misuse, and depletion attendant upon the unrestricted use of the public lands. One of the most complex problems connected with the administration of the national forests was that of devising a plan of management by which the forest cover and the watersheds could be adequately protected, and all of the lands be restored to a normal condition of forage productivity, without large permanent reductions in the number of stock grazed, or irreparable hardship upon the settlers and stock-growers who were dependent upon the forest ranges for the maintenance of their homes.

With the assistance and co-operation of the stockmen, a system of range management has been built up under which a vegetative cover of valuable forage plants is rapidly extending over the denuded lands and displacing worthless weeds. The grazing capacity of the forests is increasing with each year. As shown by the Forester's annual report, there were increases of over 50,000 cattle, 3,800 horses, 96,000 sheep, and 6,000 goats last year on an area which was decreased 346,000 acres by eliminations. Damage to tree growth has diminished to a marked extent, and it is increasingly apparent that properly regulated grazing not only reduces the fire hazard by removing vast quantities of inflammable material, but, by the removal of competing vegetation and the exposure of the type of soil essential to the germination of tree seeds, aids appreciably in the extension of the forest cover. This means that our efforts have been worth while, and shows what can be accomplished by earnest co-operative work.

In bringing about this change, one of the first things which made themselves apparent was the need of fences to properly control the grazing of cattle and horses. One of the greatest drawbacks to the range-cattle business had been the loss from straying, and the large

amount of riding which must be done to prevent it. Fences were needed to keep the cattle upon their natural ranges and to enable the stockmen to handle them to advantage. Therefore, the Secretary of Agriculture issued regulations allowing the construction and maintenance of drift and division fences upon the national forests. This gave the stockmen a lawful method of securing one of the privileges which were most needed for the success of their business. Where fences had already been built which did not give the stockmen owning them more than a fair share of the range, they were allowed to remain. Where new fences were needed the stockmen were permitted to construct them. Whenever these fences would materially assist in the administration of the forest, posts and poles were given free of charge, and in many cases also the wire and staples. In co-operation with the stockmen, the Forest Service has constructed over 650 miles of drift fences, and over 1,500 permits have been issued to stockmen for the maintenance of fences on the national forests.

In addition to drift fences, the stockmen also needed small pastures for saddle horses, for use in gathering stock for shipment, and for pure-bred stock. Strictly speaking, the construction of these pastures cannot be classed as co-operative work, as the government has made no actual contribution to the cost of the fences. Still, by classifying and surveying the land suitable for pasturage purposes, and by granting the exclusive use of such lands under permit, the government has made it possible for the stock-grower to protect himself against many of the hazards of the industry, and to greatly lessen the costs of handling his stock. Almost 5,000 permits of this class have been issued, and the national-forest lands enclosed within pastures amount to over 500,000 acres.

Where the ranges were overstocked to an extent which was causing damage, one of three things had to be done: Either the growth of forage on the lands under use had to be increased, new areas opened to grazing, or the number of stock reduced. Areas not in use were mostly ranges which were inaccessible on account of the absence of the trails or bridges needed for stock to reach them, or because of the lack of a water supply. The Forest Service immediately took up the problem of opening these ranges and, as funds were available, began the construction of the necessary improvements. In this work, as in all other ways, the stockmen have given hearty co-operation and assistance. All told, a total of over 13,000 miles of trails have been constructed in the national forests. In addition to making many areas of virgin range accessible to stock, this has facili-

tated the movement of stock in and out of the forest, to and from shipping points, and from feed to water, and has greatly reduced the difficulty of securing supplies.

Since 1908 the Forest Service has developed over 800 sources of water supply, mainly by improving springs, building reservoirs, and opening trails to inaccessible waters. During the same period over 750 sources of water supply were developed under permit by stockmen. Of these, about 570 were for reservoirs or tanks, and 180 for the development of springs and sinking of wells. While the Forest Service exceeded the stock-growers in number of projects, it is probable that the amount expended by it was less than that spent by the stockmen. Bridges were not strictly a range improvement, but they contribute greatly to the use of the range, and you will be interested to know that over 380 bridges have been built by the Forest Service.

One of the stockman's greatest enemies is the predatory wild animal. Hundreds of thousands of dollars' worth of live stock are destroyed each year by wolves, coyotes, and mountain lions. It has been the desire of the Forest Service to assist in every possible way in the extermination of these pests. The forest rangers and guards have been supplied with traps and ammunition, and in localities where it was known that the depredations were serious, practical hunters have been employed as guards, and have spent their entire time in hunting predatory animals. The result has been that during the past four years forest officers have actually killed and found the bodies of over 27,500 wolves, coyotes, lions, bears, lynxes, and wild cats. These figures do not include the animals shot or poisoned but not found, and therefore it is safe to say that over 30,000 predatory animals have been killed; and the reduction in stock losses effected by this means has gone far to compensate the stock-growers for the grazing fees they have paid. Requests have been made that the Forest Service extend its co-operation to the payment of bounties, but it has been unable to do so for the reason that there is no law which authorizes such action.

Last August a bill was introduced in Congress by Senator Catron, of New Mexico, which provides an appropriation of \$200,000 to enable the Secretary of Agriculture to co-operate with any state containing national forests which shall provide by law for the destruction of predatory wild animals, in the organization and maintenance of a plan for the destruction of such animals upon the national forests, under the condition that the state shall expend a proportionately equal amount. On the day following the introduction of this measure in the Senate, Mr. Mondell, of Wyoming, introduced a similar bill in the

House of Representatives. These bills are now before the committees of the two branches of Congress, and without question will be given very careful consideration. While this would not obligate the Secretary of Agriculture to pay bounties, it would provide a means by which he could do so if it was deemed advisable. It is a well-recognized fact that many of the bounty laws have been unsatisfactory and ineffective, and I think we all agree that an effort should be made to bring about a better and more uniform system. Favorable action upon this proposed law would enable the Secretary of Agriculture to co-operate in working out the right kind of a plan and in putting it into effect.

Since taking charge of the national forests, the Forest Service has been endeavoring to perfect methods of handling stock upon the range which, while protecting the forests from injury, will appeal to the stockmen by their practicability. The essential requirements of an ideal administration are that the various ranges shall be used by the kinds of stock adapted to them during the periods when the removal of the forage crop will not lessen the productivity of the range; that trailing, trampling, and the congregating of stock be minimized, and that the stock be evenly distributed over the entire range; and that the ranges be used in rotation, so that within every two or three years each portion shall have opportunity to reseed itself. With cattle and horses the problem has been largely one of permanent improvements, supplemented by new methods of distributing salt; with sheep it has necessitated the introduction of some innovations in herding, bedding, and trailing. The changes in method have not been arbitrarily imposed upon the stock-grower, but to a large extent have been developed by him out of the fruits of his own experience. In no instance has a change in method advocated by the Forest Service failed to justify itself by increased returns to the stock-grower. The drift fence, to hold cattle off the summer range in the spring and off the winter range in the fall; the newly developed waterhole, eliminating the need for trailing several miles to water; the new salt ground, away from water and compelling use of previously wasted feed; the dividing fence between steers and stock cattle, all have repaid the stockmen by producing better beef, at a lower cost. With the sheepman the loose, open herding, without excessive use of dogs, and the bedding of the sheep where night overtakes them, rather than the return over barren trails to semi-permanent camps, have resulted in better ranges, better sheep, and larger profits.

It is an old saying that "money talks," and I am going to take the liberty of reading a few extracts from our forest supervisor's report for the season of 1912, showing the results of regulated grazing.

From the Humboldt Forest in Nevada it is reported that, when the Independence District was put under management, and for several years prior thereto, four or five bands of sheep, aggregating not more than 10,000 head, and those not doing very well, was the extent of the grazing, and the cattle belonging to the settlers grazed on the low flats and in the fields. Now 20,500 sheep and 3,000 cattle find excellent grazing during the entire season.

From the Beaver Head Forest in Montana it is reported that formerly the bands of sheep on this forest numbered 3,000 head up. Now they do not number over 1,600 ewes and lambs, or 2,100 dry sheep. This grazing in smaller bands has made a noticeable improvement both in the range and the condition of the lambs.

From the Madison Forest in Montana the supervisor reports that the sheepmen are unanimous in their belief that "blanket herding" is increasing the feed on the ranges. Mr. T. F. Jenkins, of Twin Bridges, Montana, sold 260 spring lambs that averaged ninety-seven and one-half pounds. Twenty others averaged 112½ pounds. These lambs came from the forest ranges. One buyer paid five cents flat for all lambs coming from the forest ranges, and four and one-half and four cents for those from outside the forest. The buyer said the forest lambs averaged from six to nine pounds more than the others.

From the Beartooth Forest in Montana it is reported that this year's lambs are from eight to twelve pounds better than outside lambs.

The supervisor of the Tahoe Forest in California reports that excellent results were obtained from the burro system of herding; but, while the owners are well satisfied, the herders do not like it, and only follow the methods under the direct eye of the owners.

On the Modoc Forest in California it is reported that out of fifty-nine permittees all but seven are using the burro system in handling their herds. There has been a great improvement in the carrying capacity of the ranges, and also in the weight of the lambs. In one instance the owner informs us that he believes he gained ten pounds' weight on each of his lambs.

From the San Isobel Forest in Colorado it is reported that the Tompkins Cattle Company sold 500 three-year-old steers, half natives and half southern, which averaged 1,000 pounds, at \$60 per head flat. Sixty graded shorthorn, two-year-old steers from the Rio

Grande Forest in Colorado averaged 1,300 pounds, and brought their owner \$71.50 per head net. The Wood Live Stock Company sold 400 dry cows from the Targhee Forest in Idaho, which netted \$48.70 per head.

From the Jefferson Forest in Montana it is reported that Mr. D. N. Hart, of Two Dot, Montana, sold a bunch of steers which averaged 1,400 pounds on the Chicago market, and brought \$9.50 per hundred, or \$13.25 per head. This caps the climax, and shows whether it pays to regulate the use of the range.

In conclusion, I wish to say that it is our aim to continue a constructive policy in the management of grazing upon the national forests, and to use every effort to bring about a better and more complete use of the forage resources. Many beneficial changes have been made through the assistance which you have given us during the past, and with a continuance of your co-operation I am sure that we shall be able to make further improvement and to better meet the needs of the live-stock industry. (Applause.)

EXTRACT FROM ANNUAL ADDRESS OF H. A. JASTRO, PRESIDENT,
AT THE SIXTEENTH ANNUAL CONVENTION OF THE AMERICAN
NATIONAL LIVE STOCK ASSOCIATION, AT PHOENIX, ARIZONA,
JANUARY 14 AND 15, 1913.

The establishment of the national forests, and the grazing thereon under federal supervision, have met with general approval in this state as elsewhere, and I do not believe that the permanently established stockmen of Arizona, using these reserves, would be willing to return to the old system. Some similar administration of the open ranges of Arizona would, I am confident, meet with equal favor, and would add prosperity to the live-stock industry. Not only would it mean stability to the range business, but it would be an incentive to the users of the range to rest and reseed the ranges, which method would in time result in an increased production of live stock. This has been demonstrated beyond any contradiction by the very thorough experiments conducted at the Experiment Station in Tucson regarding the regeneration of the range grasses. Under a lease law, the country now used for nomadic grazing would be converted into a prosperous breeding country instead of a half-waste. I will not dwell longer on the merits and necessities of the lease law as applied to the semi-arid open range, for this is one of the leading questions for discussion at this meeting, and you will hear some very interesting talks regarding it. I wish, however, to comment on the economic side of the lease-law proposition.

The United States has today less live stock per capita than ever in its history. Various reasons have been advanced for its shortage. Indeed, there are many causes which, in a greater or less degree, have contributed to bring it about. But of all the influences which have tended to lessen the production of live stock in the West, I believe the most potent is the very unsatisfactory range conditions arising out of indiscriminate grazing, and the scramble to secure what is left of the already depleted ranges. There is no business in the country so fraught with harassing and annoying difficulties as the handling of cattle under a free-range regime. Therefore, stockmen quickly embraced the opportunity to quit the business as soon as prices for stock warranted them in doing so. In my judgment, this is the chief cause why the free-range states of the West have so few cattle today.

Congress is now trying, through the removal of the import duty, to cheapen the cost of live stock and meat in this country. This may give some temporary relief—and of that I am quite doubtful; but I am certain it will not cure the evil. The trouble is deeper-seated than the tariff, and is chargeable to the indifference of Congress to the needs of the West, and to its failure to pass adequate laws protecting and conserving western ranges.

This is not a new question. It has been agitated for many years. As early as 1900, at the annual convention of this Association in Fort Worth, Texas, a resolution was adopted urging Congress to classify and lease the semi-arid public grazing lands of the West. In 1903, at the annual meeting in Kansas City, this Association memorialized Congress to appoint a special Land Commission to investigate western land conditions. Pursuant to that memorial, the President of the United States appointed a Land Commission, which met in Denver, with 105 representative stockmen of the West, in a three days' con-

ference, in August, 1904, at which meeting I was present. That conference favored a classification of the public lands, and government control, by lease or otherwise, of the public grazing lands through the Department of Agriculture. Said commission rendered an exhaustive report along these lines, but no action was taken by Congress.

In January, 1908, our Association formulated a specific bill for the leasing of the semi-arid, unappropriated, public grazing lands, fully protecting all the rights of the homesteader. That bill, with some slight modifications, has been introduced in both branches of Congress every session since 1908. None of the bills were ever reported out of the committees to which they were referred. In fact, there have been various bills designed to solve this land question introduced at every session of Congress for the past fifteen years. Last summer lengthy hearings were held in May and July, before the Committee on Public Lands of the House of Representatives, on H. R. Bill No. 19857, known as the Lever Bill, and endorsed by this Association. Despite our efforts to have this bill reported favorably, it still lies dormant in that committee, as other bills have in previous sessions. In the past decade there have been land conventions which have considered and resolved on this question; governors of the western states have conferred about it; and while many different remedies were proposed, no definite action has been taken, although there seems to be no division of sentiment on the point that some legislation must be had for the live-stock industry to derive the full benefit of the open range.

The great difficulty in securing this much-needed legislation lies in the fact that the West is divided on the question. The majority of the stockmen of the West favor a law similar to that formulated by this Association, and those stockmen who oppose it are mostly nomadic stockmen who profit by present existing conditions. Then there is the opposition of those who think all the government land should be turned over to the state in which it is located. As the states have always followed the plan of leasing state lands, they would probably do the same with any open-range land turned over to them by the government, the only difference being that the state would lease the land instead of the federal government. Those who have had experience with both incline to the belief that the federal government would more equitably handle the land than the different states. However, the claim of those who want the land turned over to the states need not be seriously considered, because there is no likelihood of eastern legislators agreeing to such a disposition. Some others insist that a lease law would impede settlement of the West, and interfere with the rights of homesteaders. On the contrary, the history of the operation of lease laws all over the world proves that they promote the settlement and development of the country. That was true in Texas, and it will be true of other states.

In view of this varied opposition on the part of some of the people of the West, it is not strange that western congressmen and senators should also entertain divergent views; for, as a rule, congressmen try to please their constituents and to offend none of them; so that explains their inactivity on this question.

The land problem is strictly a western one, and representatives in Congress from all other sections claiming to have no direct interest in this matter have always preferred that any measures concerning range legislation should ema-

nate from our western representatives. And, for the reason I have mentioned—that our western senators and congressman will not unite on any plan that will suit the majority of them—Congress has been dilatory in acting upon this proposed legislation. However, since the eastern representatives to Congress have become more familiar with the situation, and this question has now become nation-wide, I believe that at this time we should urge all representatives in Congress and all senators to take up this matter in earnest, and enact some laws that will result in the greatest good to the greatest number. There will always be some opposition; that is true of every bill that passes Congress. Unanimity of opinion on this or any other subject is almost unattainable.

It being evident that the shortage of live stock in the West is in a great degree traceable to the present range conditions, I hope our Congress will awaken to a just conception of a situation which we have sought for many years to make plain. The legislation we ask for concerns the East as much as the West; the consumer as well as the producer. It has been pigeonholed in committee-rooms long enough. I hope this convention will pass some strong resolutions on this important question, and that you will follow them up by again sending a strong representative committee to Washington to urge the passage of this much-needed legislation.

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